

Message Text

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C O N F I D E N T I A L SECTION 1 OF 3 JAKARTA 14137

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FOR EA ONLY-DEPUTY ASSISTANT SECRETARY ERLAND HEGINBOTAM

E.O. 11652: GDS
TAGS: EAID, ID
SUBJECT: COUNTRY TEAM COMMENTS ON YOUR DRAFT PAPER "STRATEGY FOR U.S.
APPROACH TO INDONESIAN DEVELOPMENT 1977-82"

1. INTRODUCTION: COUNTRY TEAM APPRECIATED OPPORTUNITY WHICH
YOUR VISIT PROVIDED FOR IN-DEPTH DISCUSSIONS ON KEY DEVELOPMENT
PROBLEMS IN THIS COUNTRY, PARTICULARLY THOSE THAT IMPINGE
DIRECTLY ON JUSTIFICATION FOR VARIOUS U.S. PROGRAMS.

2. BASIC STRATGY: AS WE SEE IT, CENTRAL THESIS OF YOUR
STRATEGY IS THAT FOCUS OF INDONESIAN DEVELOPMENT PROGRAM SHOULD
BE ON THE PROBLEMS OF JAVA (I.E. POPULATON CONTROL , FOOD PRODUCTION
AND EMPLOYMENT) AND TO ATTENUATE NEAR TEAM EFFORTS TO
DEVELOP OUTER ISLANDS (I.E. TRANSMIGRATION).
WHILE WE AGREE THAT THE PROBLEMS OF JAVA ARE OF
ENORMOUS MAGNITUDE AND OF GREAT URGENCY AND THUS DESERVE A VERY
HIGH PRIORITY IN THE ALLOCATION OF THE AVAILABLE RESOURCES OF
THE INTERNATIONAL DONOR COMMUNITY, WE DO NOT BELIEVE GOI
FORESEES SITUATION OF CHOICE BETWEEN EITHER JAVA OR
OUTER ISLANDS. DEVELOPMENT OF THE OUTER ISLANDS IS
TIED TO THE GOI'S OVERALL STRATEGY FOR THE COUNTRY AS
A WHOLE. THERE IS CLEARLY A STRONG POLITICAL AND
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ECONOMIC IMPERATIVE FOR OUTER ISLAND DEVELOPMENT AND
THIS IS REFLECTED IN THE GOVERNMENT'S POLICIES AS
DESCRIBED IN REPELITA II AND PLANNING FOR REPELITA III.
QUITE ASIDE FROM THE POPULATION ISSUE ON JAVA, THE
JAKARTA GOVERNMENT IN ITS DESIRE TO DEVELOP A STABLE,
UNIFIED SOCIETY FOR THIS VAST ARCHIPELAGO CANNOT IGNORE
THE NECESSITY OF BRINGING TECHNICAL, FINANCIAL, AND HUMAN

RESOURCES INTO THE OUTER AREAS. CLEARLY, TRANSMIGRATION CANNOT BE EXPECTED TO HAVE EARLY SIGNIFICANT IMPACT ON JAVA'S DEMOGRAPHIC SITUATION. IT IS ALSO TRUE THAT TRANSMIGRATION PROJECTS IN PAST HAVE ALL TOO OFTEN RESULTED IN SUB-SUBSISTENCE FARMERS IN JAVA BECOMING ONLY SUBSISTENCE FARMERS ON OTHER ISLANDS. NEVERTHELESS, PAST EXPERIENCE COMBINED WITH MORE COMPREHENSIVE APPROACH CAN OFFER MEANS FOR EXPLOITING OUTER ISLAND AGRICULTURAL POTENTIAL WITH INTERNTION SHIPPING SURPLUS RICE PRODUCTUION TO DEFICIT AREAS ON JAVA. THE GOI THUS FACES A CONTINUING DILEMMA, I.E. HOW TO ACHIEVE A PROPER BALANCE IN THE ALLOCATION OF ITS OWN LIMITED RESOURCES TO SOLVE THE PRESSING PROBLEMS OF JAVA WHILE AT THE SAME TIME FIND THE MEANS TO EXPLOIT THE PRODUCTION POTENTIAL OF THE OTHER AREAS AND PROVIDE THEM WITH A VIABLE ECOMIC BASE THAT CAN ATTRACT BOTH PEOPLE AND INVESTMENT. THEREFORE, THE CENTRAL ISSUE IN OUR VIEW IS NOT AN EITHER/OR ONE BUT RATHER HOW BEST TO INFLUENCE SOUND APPLICATION OF INDONESIAN AND FOREGIN RESOURCES.

3. A COROLLARY TO THE FOREGOING IS AN ASSESSMENT OF THE APPROPRIATENESS OF THE FOREIGN DONOR PROJECT INPUT (THROUGH THE IGGI MECHANISM) AND AN ASSESSMENT OF THE CONSTRAINTS THAT AFFECT THE COUNTRY'S ABSORPTIVE CAPACITY. IMPLICIT IN YOUR CONCERNS IS THE NEED FOR IGGI TO FOCUS MORE ON PROJECT SELECTION AND IMPLEMENTATION. AT PRESENT, CONFIDENTIAL

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ANNUAL IGGI MEETINGS CONCENTRATE PRIMARILY ON STATEMENT OF DONOR INTENTIONS AND REFLECT GOI DESIRE TO MAXIMIZE AND INCREASE CONTRIBUTIONS FROM ALL DONORS. WHILE THIS IS A USEFUL MECHANISM TO STIMULATE BETTER AID PERFORMANCE, PARTICULARLY FROM SOME OF THE SMALLER IGGI MEMBERS, IT DEFLECTS IGGI FROM CONCENTRATING ON OTHER EQUALLY IMPORTANT CONSIDERATIONS IN INDONESIA'S DEVELOPMENT. IT ALSO TENDS TO GLOSS OVER THE REALITY OF A SUBSTANTIAL PIPELINE WHICH MAY BECOME EVEN LARGER AS IBRD INCREASES ITS PROGRAMS TO A LEVEL OF ABOUT 800 MILLION PER YEAR. WE AGREE THAT A CAREFUL REVIEW OF THE BANK'S TRANS-MIGRATION PROJECTS IS DESIRABLE. THE HEAD OF THE BANK'S RESIDENT MISSION IN JAKARTA RECENTLY INVITED SELECTED REPRESENTATIVES OF IGGI DONOR COUNTRIES TO A DISCUSSION OF TRANSMIGRATION PROGRAM ISSUES. WE FOUND THIS USEFUL AND IT HAS LED TO FURTHER EXCHANGES OF VIEWS ON THE SUBJECT. WE WILL ENCOURAGE THE BANK TO CONTINUE SPONSORING SUCH DISCUSSIONS. RESIDENT HEAD OF BANK MISSION HAS BEEN MADE AWARE OF CONCERNS YOU HAVE RAISED OVER TRANSMIGRATION PROGRAM AND HAS ASSURED US (1) BANK'S PLANS ARE INDICATIVE ONLY AND WOULD BE FUNDED ONLY AS A SOUND PROGRAM IS DEVELOPED AND (2) IN NO CASE WOULD

FUNDING TRANSMIGRATION PROGRAM BE AT EXPENSE OF PRIORITY AGRICULTURE PROJECT ON JAVA. HE CONVINCED THAT BANK IS IN POSITION FUND ALL SUCH JAVA PROJECTS AND STILL FOLLOW THROUGH WITH TRANSMIGRATION PROGRAM. WE WILL FOLLOW DEVELOPMENTS CLOSELY AND KEEP YOU INFORMED.

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C O N F I D E N T I A L SECTION 2 OF 3 JAKARTA 14137

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FOR EA ONLY - DEPUTY ASSISTANT SECRETARY ERLAND HEGINBOTHAM

4. OUTER ISLANDS AND PRIVATE INVESTMENT: TO THE EXTENT THAT DEVELOPMENT OF INFRASTRUCTURE IN SUPPORT OF TRANSMIGRATION PROJECTS CAN BRING ABOUT A STRONGER INDUSTRIAL AND EMPLOYMENT BASE IN THE OUTER ISLANDS, SUCH A BASE WOULD ENHANCE GOI'S ABILITY TO STIMULATE DOMESTIC AND FOREIGN INVESTMENT IN THESE AREAS. THIS APPLIES PARTICULARLY TO THOSE AREAS OF SUMATRA AND SULAWESI WHERE PROJECTS HAVE ALREADY BEEN INITIATED TO DEVELOP SATELLITE PROJECTS THAT WILL CREATE JOBS, ESPECIALLY FOR THOSE WORKERS THAT MAY BE WITHOUT WORK AT THE COMPLETION OF MAJOR PROJECT CONSTRUCTION (E.G. MINING, LNG). THUS, IT WOULD NOT BE REALISTIC FOR US TO OPPOSE TRANSMIGRATION PER SE BUT RATHER TO CONCENTRATE ON THE SEQUENCE OF WORK REQUIRED TO MAKE THE OUTER AREAS SUFFICIENTLY ATTRACTIVE FOR PEOPLE TO MOVE THERE. A HIGH PRIORITY SHOULD BE GIVEN TO INDUCE GOI TO CORRELATE ITS TRANSMIGRATION STRATEGY WITH ITS PRIORITIES FOR DEVELOPING AGRICULTURAL SECTOR PLUS INDUSTRIES THAT WILL PROVIDE LONG-TERM EMPLOYMENT. LATTER WOULD MAKE SENSE IN THE CONTEXT OF GENERATING JOBS AFTER THE BASIC INFRASTRUCTURE IS IN PLACE.

5. PRODUCTION ON JAVA: WHILE IT MAY APPEAR AT FIRST

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BLUSH THAT SIGNIFICANT OPPORTUNITIES STILL EXIST FOR INCREASING AGRICULTURAL PRODUCTION ON JAVA, THERE ARE NUMBER OF CONTENDING VIEWS ON THIS SUBJECT. SOME OBSERVERS WILL ARGUE THAT NEARLY ALL THE ECONOMICALLY VIABLE LAND ON JAVA IS ALREADY UNDER CULTIVATION AND THAT THERE WILL PROBABLY NOT BE ANY MORE MAJOR ADVANCES IN RICE PRODUCTION ON JAVA AS LONG AS THE INSTITUTIONAL BARRIERS TO PROVIDING ASSISTANCE TO THE NEAR LANDLESS AND TO COMMUNITY FARMING REMAIN IN EFFECT. ALL OF THE LARGER FARMERS (OVER ONE-HALF HA.) WHO CAN AND WANT TO MODERNIZE THEIR OPERATIONS HAVE BEEN REACHED BY VARIOUS GOVERNMENT PROGRAMS AND THEY HAVE ALREADY IMPROVED THEIR YIELDS. TO ACHIEVE MORE INCREASES IN FOOD PRODUCTION, EMPHASIS MUST SHIFT TO OTHER CROPS ON JAVA AND TO OTHER ENVIRONMENTS SUCH AS TRANSMIGRATION AREAS ON OUTER ISLANDS AND COASTAL SWAMPS OF SUMATRA AND KALIMANTAN WHICH COULD BE USED FOR AQUACULTURE AND SOME SWAMP RICE PRODUCTION. OTHERS CONTEND THAT INCREASES IN RICE PRODUCTION ON JAVA CAN BE ACHIEVED THROUGH INTENSIFICATION, I.E. INCREASED EFFICIENCY AND CONTINUING TRANSITION TO MODERN TECHNIQUES INCLUDING A HIGHER PERCENTAGE OF HIGH YIELDING VARIETIES WHICH REQUIRE MORE FERTILIZER/ INSECTICIDES, AND BETTER WATER AND LAND MANAGEMENT TECHNIQUES THAN WERE NECESSARY WITH TRADITIONAL VARIETIES. THIS PATTERN OF DEVELOPMENT INVOLVING EFFICIENT USE OF MODERN TECHNOLOGY WILL HAVE TO INCLUDE IMPROVED DELIVERY SYSTEMS FOR AGRICULTURAL INPUTS, I.E. ROADS AND TRANSPORTATION FACILITIES, FARM EXTENSION SYSTEMS, IRRIGATION SYSTEMS, AGRICULTURAL CREDIT FACILITIES, AND MARKETING SYSTEMS FOR BOTH INPUTS AND AGRICULTURAL PRODUCTS. EVEN IF ALL EYES WERE FOCUSED ON JAVA, THERE ARE NO QUICK AND EASY SOLUTIONS TO THESE PROBLEMS, MANY OF WHICH CAN BE ADEQUATELY DEALT

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WITH ONLY AFTER YEARS OF SOCIAL RESEARCH FOR WHICH THERE NOW IS ONLY LIMITED INSTITUTIONAL CAPABILITY. AN INCREASE IN THE FARM GATE PRICE OF RICE, FOR EXAMPLE, COULD EXACERBATE TREND TOWARD LAND CONSOLIDATION IN ADDITION TO INCREASING RICE PRODUCTION AND CONTINUE THE OVERWHELMING CONCENTRATION ON RICE PRODUCTION TO THE DETRIMENT OF SECONDARY CROPS. MOREOVER, THE RATE OF INTRODUCING NEW PROGRAMS TO DEAL WITH THE INSTITUTIONAL BARRIERS TO INCREASED PRODUCTION ON JAVA (ASSUMING THE

GOI AND DONOR COMMUNITY WERE ABLE TO DEVELOP A COURSE OF ACTION THEY HAD CONFIDENCE IN), WOULD BE IMPEDED BY THE ABSENCE OF TRAINED MANAGERIAL INDONESIAN PERSONNEL TO PLAN AND CARRY OUT THE AGREED UPON PROGRAMS.

6. PL 480 AND U.S. LEVERAGE: INDONESIA'S RICE IMPORT REQUIREMENTS ARE ROUGHLY 10 PERCENT OF TOTAL INTERNAL RICE DEMAND (NOT 33 PERCENT AS STATED IN YOUR DRAFT PAPER). SINCE PL 480 REPRESENTS RELATIVELY SMALL PORTION TOTAL FOOD IMPORTS, WE SHOULD BE CAUTIOUS IN MAKING JUDGMENT AS TO EXTENT LEVERAGE MAY BE DERIVED FROM THIS PROGRAM. WE ALSO QUESTION ASSERTION THAT JAVA'S FOOD SHORTAGES WILL IMPACT IN MAJOR WAY ON ENTIRE WORLD FOOD OUTLOOK. IN OUR VIEW, THIS COULD ONLY HAPPEN IN CIRCUMSTANCES OF SEVERE WORLD-WIDE SHORTAGES.

7. WHILE WE FULLY SUPPORT MAKING EFFORT USE PL 480 TITLE III FOR FRESH INITIATIVES AIMED AT INCREASING AGRICULTURAL PRODUCTION, WE ARE LESS SANGUINE ABOUT AMOUNT OF LEVERAGE U.S. COULD EXERT THROUGH PL 480 TITLE I PROGRAM. PL 480 TITLE I SALES ARE NOT INTEGRATED INTO U.S. ASSISTANCE PROGRAM. ALTHOUGH RUPIAH COUNTERPART IS USED FOR DEVELOPMENT BUDGET, THERE IS NO DIRECT U.S. INVOLVEMENT IN ITS USE. SIZE AND COMPOSITION OF COMMODITY PROGRAM ITSELF ARE A FUNCTION OF GOI AND U.S. ECONOMIC AND POLICY REQUIREMENTS OF MOMENT AND HAVE LITTLE TO DO WITH DEVELOPMENT NEEDS PER SE. ALTHOUGH MISSION HAS MADE RECOMMENDATIONS FOR MORE EFFECTIVE PRO-CONFIDENTIAL

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GRAMMING AND MORE INTEGRATION, TO DATE THESE HAVE NOT BEEN ACCEPTED BY WASHINGTON. WHETHER THEY WOULD BE ACCEPTED BY GOI IS ALSO OPEN TO QUESTION. USE OF MORE DETAILED OR BETTER CONCEIVED SELF-HELP CONDITIONS IN PL 480 AGREEMENTS, WHILE A GESTURE IN THE RIGHT DIRECTION, PROBABLY WILL NOT MAKE A SIGNIFICANT CONTRIBUTION. ONLY IF USAID HAS SOME DIRECT PARTICIPATION IN USES OF PL 480 FUNDS IS THERE LIKELY TO BE AN IDENTIFIABLE RESULT.

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C O N F I D E N T I A L SECTION 3 OF 3 JAKARTA 14137

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FOR EA ONLY -DEPUTY ASSISTANT SECRETARY ERLAND HEGINBOTAM

8. WE BELIEVE BEST PROSPECT FOR INCREASING U.S. -DESIRED DEVELOPMENTAL IMPACT OF PL 480 IS THROUGH DEVELOPMENT OF TITLE III INITIATIVE AND, ACCORDINGLY, LOOK FORWARD TO RECEIVING IN NEAR FUTURE DETAILED PROGRAM GUIDANCE FOR ESTABLISHING TITLE III PROGRAM.

9. IMPLICATIONS FOR U.S. AID POLICIES: AID STRATEGY AS PRESENTED IN ABS FOCUSES ON PROBLEM OF PRODUCTION AND JOBS, PARTICULARLY BUT NOT EXCLUSIVELY ON JAVA. ALTHOUGH AID VIEWS THIS AS PRIMARY OBJECTIVE, PLANS ARE UNDER WAY, IN ACCORDANCE WITH CONGRESSIONAL MANDATE AND AID'S GLOBAL POLICY, TO DEVELOP PROJECTS IN HEALTH AND EDUCATION. THESE ACTIVITIES, IF APPROVED AND CARRIED OUT, WILL HAVE INDIRECT BUT NEVERTHELESS REAL IMPACT ON PRODUCTION IN AGRICULTURAL SECTOR.

10. WE DO NOT CLAIM TO HAVE READYMADE SOLUTIONS TO INDONESIA'S MOST DIFFICULT AND INTRACTABLE PROBLEMS. USAID DOES HOPE THAT THROUGH WORKING TOGETHER WITH GOI IN A NUMBER OF FIELDS AND GEOGRAPHIC AREAS, MEANINGFUL EXPERIENCE WILL BE OBTAINED BY ALL CONCERNED THAT CAN BE GENERALIZED, IF NOT TO THE WHOLE COUNTRY, THEN TO SOME LARGER CONTEXT. IT IS ALSO RECOGNIZED AND UNDER-CONFIDENTIAL

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STOOD THAT MODEST ENDEAVORS IN AND OF THEMSELVES SELDOM CHANGE BASIC INDONESIAN PRIORITIES OR WAYS OF DOING THINGS. APPROACHES PLANNED IN AID PROJECTS SHOULD BE VIEWED AS EXPERIMENTAL OR FIRST PHASE IN NATURE. NO ASSURANCE CAN BE GIVEN THAT ALL SUCH EXPERIMENTS WILL BE CARRIED OUT, OR IF CARRIED OUT, THAT THEY WILL BE SUCCESSFUL, OR IF SUCCESSFUL IN PARTICULAR CASES, THAT THEY WILL BE ADOPTED MORE WIDELY.

11. ALTHOUGH IT MIGHT SEEM IDEAL TO WORK MAINLY AT THE "POLICY" LEVEL IN JAKARTA AND THROUGH EXERCISE OF INFLUENCE AND PERSUASION THEREBY TO BRING ABOUT SIGNIFICANT RESULTS

IN AGRICULTURAL/RURAL DEVELOPMENT SECTOR, FACT IS THAT THIS IS NOT VERY FRUITFUL. CENTRAL POLICY DECISIONS SIMPLY DO NOT HAVE SUCH SWEEPING RESULTS IN THESE AREAS, AND, IN ANY CASE, NEITHER U.S. MISSION NOR ANYONE ELSE WOULD KNOW WHAT TO ADVISE IN ABSENCE OF GRASS ROOTS LEVEL PRACTICAL EXPERIENCE AND KNOWLEDGE GAINED FROM RURAL PROGRAM ACTIVITIES. THUS, USAID FEELS IT IMPORTANT TO WORK ON PILOT PROJECT BASIS AT LOWER LEVELS OF ADMINISTRATION WHILE AT SAME TIME HELPING STRENGTHEN GOI CAPACITY TO PLAN AND FORMULATE NEW POLICIES AIMED AT STIMULATING PROGRESS IN RURAL AREAS. TO BE EFFECTIVE THIS MAY INVOLVE LONG TERM COMMITMENT TO ASSISTANCE. IF U.S. IS WILLING AND ABLE TO BE INVOLVED FOR SOME TIME, THEN THERE IS CHANCE OF MAKING SOME SIGNIFICANT CONTRIBUTIONS IN MANDATE AREAS AS USAID PROGRAM WILL TEND TO COALESCE AROUND MORE PROMISING AND POSSIBLY STRATEGIC ACTIVITIES.

12. SHORTAGE OF TRAINED TECHNICAL AND MANAGERIAL PERSONNEL FOR YEARS INTO FUTURE WILL CONTINUE TO BE MAJOR CONSTRAINT TO MORE RAPID IMPLEMENTATION OF DEVELOPMENT AND PRIVATE INVESTMENT PROGRAMS. AID IS ADDRESSING
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MANPOWER PROBLEMS THROUGH U.S. UNIVERSITY CONTRACTS WHICH SHOULD HELP IMPROVE INSTITUTIONAL CAPABILITY OF SEVERAL KEY INDONESIAN INSTITUTIONS TO PRODUCE TRAINED SUPERVISORY AND TECHNICAL PERSONNEL FOR AGRICULTURAL SECTOR. AID-ASSISTED INTERNATIONALLY RECOGNIZED INDONESIAN POPULATION PROGRAM WILL CONTINUE AND BE EXPANDED TO SUPPORT EXTENSION OF PROGRAM TO OUTER ISLANDS.

13. ON POLICY AND RESEARCH LEVELS, AID RECENTLY AUTHORIZED PROJECT ENTITLED AG. ADMINISTRATION, TRAINING AND DEVELOPMENT WHICH WILL PROVIDE COMMODITY, TECHNICAL HELP, AND TRAINING TO BUREAU OF PLANNING WITHIN AGRICULTURAL MINISTRY TO UPGRADE INSTITUTIONAL CAPABILITY TO CARRY OUT RESEARCH AND POLICY STUDIES IN AGRICULTURAL/RURAL DEVELOPMENT SECTOR. USAID ALSO HOPES TO DEVELOP NEW PROJECT PROPOSAL WITH RURAL DYNAMICS RESEARCH GROUP TO HELP UPGRADE INDONESIAN CAPABILITY UNDERTAKE SOCIAL RESEARCH IN RURAL AREAS. WE BELIEVE THAT SUSTAINED INVOLVEMENT OVER PERIOD OF TIME SHOULD PROVIDE OPPORTUNITY TO BECOME INVOLVED IN DISCUSSIONS WITH GOI DECISION MAKERS ON BROAD SECTOR ISSUES.
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